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A TENTATIVE PROPOSAL FOR

REGIONAL GOVERNMENT

IN

PEEL-HALTON

ADDRESS BY

THE HONOURABLE W. DARCY MCKEOUGH

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1955

1955

The following table shows the number of persons who were employed in the various occupations in the United States in 1955.

Source: U.S. Department of Commerce, Bureau of Economic Analysis.

1. Manufacturing and construction

1,200,000

2. Wholesale and retail trade

1,100,000

3. Transportation and communication

1,000,000

4. Services

1,000,000

It is with a great deal of pleasure that I meet with you today to set in motion a process of negotiation and discussion that will result in a system of regional government for the Peel-Halton area. What I am about to say will be a tentative proposal for the reorganization of your local government. I am suggesting that we can employ this proposal as a basis for future negotiations. Perhaps within twelve months, agreement can be obtained on a complete system.

THE PEEL-HALTON LOCAL GOVERNMENT REVIEW COMMISSION

To date, consideration has been given to the Report of the Peel-Halton Local Government Review Commission, and to the submissions prepared by the municipalities in connection with this study. Talks have been held with representatives of the County of Peel and with several of the municipalities in Halton.

I am satisfied that the Local Government Review Commission, established in July of 1965, was a device exceptionally well-suited to the purpose of involving local residents in the subject of regional government.

The Report of this Commission has performed the essential function of clarifying for us the local opinion on what form of government is most suited to the region. Area residents have conveyed to my Department a virtually unanimous rejection of the Report's recommendation that the region be divided into a rural and an urban district.

DESIGN FOR DEVELOPMENT -- PHASE TWO

Much work has been brought forward at the provincial level that has been most helpful in the establishment of general criteria for the design and implementation of new forms of local government throughout the Province. We have received the reports of The Select Committee on The Municipal Act and Related Acts, The Ontario Committee on Taxation (The Smith Committee) and The Select Committee Report of the Legislature on the Smith Committee Report.

Much of what we have determined to employ from these studies is now compiled in the publication of "Design for Development -- Phase Two". This publication combines my statement on regional government with that of the Prime Minister's and represents a commitment to redesign the institutions of local government in the province. This will be done on the basis of urban-centred regions that will cover both urban and rural areas.

THE ONTARIO COMMITTEE ON TAXATION

Many of the reasons why this policy must be viewed as imperative for the sound development of this Province have been well documented in the Report of The Ontario Committee on Taxation.

It was pointed out in that Report that the inadequate size of most municipal units has resulted in a chaotic system of provincial grants to local government that cannot adequately compensate for inherent financial weaknesses. In addition, the conflicting purposes and goals of numerous competing jurisdictions can best be rationalized by strengthening the priority setting function of municipal budgets through the implementation of large multi-purpose units of regional government.

The Committee observed that "...we could not hope to fulfill our mandate of producing a 'tax and revenue system that is simple, clear, equitable, efficient, adequate and as conducive to the sound growth of the Province as can be devised' without recommending changes in the existing structure of local government".

MTARTS

In the review of The Metropolitan Toronto and Region Transportation Study, and through daily contact with municipal planning officials, my Department has become convinced of the necessity of regional government to the formulation of comprehensive land-use plans and development proposals. The MTARTS Report observes that "... regional plans require the full participation of both local and provincial governments and apparently the present situation has not produced the necessary interest and participation. Only where there is a local administrative unit having authority over a large area and ample resources can a plan which might be called regional be prepared."

The publication of these reports and their unanimous support for the principle of regional government has led to a dramatic rise in public concern for local reform in Ontario. Residents of Ontario are no longer prepared to tolerate the lack of co-ordination in the provision of regional services and the lack of direction in the growth of the regional community. This situation is perpetuated by the existence of numerous, fragmented and overlapping municipal and special purpose jurisdictions.

A municipal structure should instead be firmly rooted in the democratic concept of representation by population. It should be of adequate size to competently administer area-wide functions. To retain the interest and participation of residents, it is essential that their system of municipal government be allocated the direct responsibility for a large number of important functions.

THE CRITERIA FOR REFORM

Accordingly, we have reviewed the reports of these several commissions on the finances, structure and organization of local government and from these we have accepted eight criteria for the design and implementation of regional government in the Province. These criteria have been published in "Design for Development -- Phase Two".

With these criteria in mind and in the light of the situation existing between Metropolitan Toronto and The City of Hamilton, I am proposing the combination of parts or all of the County of Halton with the County of Peel to create a system of regional government for this area.

1. COMMUNITY IDENTITY

The first criterion requires that a region must exhibit a sense of community identity. There are several accepted indicators of the pattern of community interest such as geography, economics and sociological characteristics. In some areas of a region it is possible that all such indices will not be operating in the same direction. For example, a community may be distinctly tied to one region by reason of a geographic characteristic such as the pattern of natural drainage. At the same time, this community may also be closely related to a different area in terms of its economic orientation. Moreover, some particular indices may be changing

with time, and the future relationship of a community with a region cannot be determined with true precision.

We believe that the studies we have reviewed to date indicate that a true sense of community does exist in the Peel-Halton area. Of course, many elements of diversity are evident also, but we are convinced that these can be suitably incorporated into our system of large urban-centred regions. We note that similar patterns of land utilization tend to occur in related areas of both existing counties and that many of the same pressures of urbanization extend across the entire region.

I would like to be more specific on this topic. We have designated for consideration today an area that is marked by several distinct geographic characteristics. From the eastern edge of the escarpment to the Etobicoke Creek, the terrain is dominated by an almost flat, gently sloping plain. At its greatest extent, this feature extends as far north as the Village of Bolton. As a result, on the western and northern boundaries of the region, it is possible to approximate the administrative area with the existing pattern of natural drainage.

The first map that is attached to the copies of this statement indicates by a heavy line the approximate boundaries of the region's watersheds. Copies will be made available at the end of today's meeting. General adherence to patterns of natural drainage will be a benefit to the planning and administration of major sewer projects and will assist in the designation of areas for future residential and recreational development.

In the Peel-Halton region, I wish to point out the preponderance of east-west arterial traffic routes. These provide important links between the various communities in the region, as well as between this region and the major urban concentrations on its eastern and western borders. Traffic studies carried out for municipalities of the area and projections made in the Metropolitan Toronto Area and Region Transportation Study suggest an important reliance on such external links for purposes of employment. But these studies reveal as well that this reliance may be diminishing.

The growth of specific kinds of employment opportunities in Peel and Halton will add impetus to an already high rate of urban growth. Also we anticipate that the character of residential development in the area will become much more diversified. The subsequent demand for a variety of recreational and social facilities in the region makes it imperative that the regional administration direct the planning of these facilities on an adequate basis and with financial resources to match its needs.

2. BALANCE OF INTERESTS

Our second criterion demands that a region should have a balance of interests so that no one group can be completely dominant. The application of this criterion has played a very large role in suggesting that Peel and Halton be united in a single region.

In the County of Peel for example, the rapid rate at which urbanization has proceeded in the southern municipalities has led to a preponderance of urban-oriented interests in that county. At present, the administration of the area labours under a difficult scheme of multiple voting in County Council. We must move more closely to the democratic concept of representation by population.

To do this, urban centres will be combined with a sufficiently large rural area to balance their separate concerns. By uniting Peel and Halton, the voice of the rural and developing area of the region is strengthened vis-a-vis the major urban communities.

3. ADEQUATE FINANCIAL BASE

We have accepted a third criterion which is: There must be a financial base adequate to carry out regional programs at a satisfactory level. We feel certain that the area which will be proposed today will suit this criterion admirably and will do much to equate the financial capacity of lower-tier municipalities with the obligations they face for providing services.

4. SIZE

The fourth criterion which shall be adhered to in a program of regional administration for the Province, as for the Peel-Halton area, is: The Region should be large enough so that local responsibility can be performed efficiently by taking advantage of economies of scale. On a tentative basis, the size of the unit to be advanced today approximates 900 square miles. This is considerably larger than Metropolitan Toronto, but we point out that The Regional Municipality of Ottawa-Carleton, at 1,100 square miles, still does not surpass an optimum size for the circumstances of that region.

The recent signing of an \$88 million agreement for the South Peel Sewage System is one example of the scope of projects that can be attempted at the regional level. It is our hope that under a regional multi-purpose administration, such projects can be planned and implemented with a much improved knowledge of the region's future pattern and extent of development, and of the implications of such major capital programs. It is imperative for the orderly economic growth of the province that all such major projects in future be integrated within the context of a system of regional plans to be drafted and implemented at the regional level in conjunction with the provincial planning agency.

5. INTER-REGIONAL CO-OPERATION

The fifth criterion for the design of regional government requires that regional boundaries should facilitate maximum inter-regional co-operation. It is my opinion that co-operation will be more readily attained if regional governments are of approximately equal size. I therefore visualize one strong region between Hamilton and Toronto.

I have attempted to touch upon some of the complexities that make a decision so difficult in the case of Burlington. We are, of course, eagerly awaiting the findings of The Hamilton-Burlington-Wentworth Local Government Review Commission before making a final proposal. This report is expected during 1969 and in a few months thereafter the position of Burlington is certain to be clearly defined. In this context however, I must stress that we do not eagerly anticipate the day when the Toronto and Hamilton Regions meet in the vicinity of the Credit River or Oakville Creek. We feel instead that the encouragement of local access and participation in the democratic process of government warrants the creation of a strong unit of regional government between Hamilton and Toronto. We will indicate for purposes of discussion how the Town of Burlington would fit into this region.

6. C. REGIONAL PARTICIPATION AND ACCEPTANCE

I hope that this meeting and the negotiations to ensue from our discussions today will convince you of our sincerity in the adoption of the next criterion in the creation of regional units. All communities are urged to participate in the discussions leading to the formation of regional government in order that final solutions may command a broad spectrum of acceptability within the area. I am asking that both of the participating counties here today each select

three members for a committee that will proceed with negotiations with myself and members of my staff. At a future stage, a technical working committee of appointed municipal officials may be a useful adjunct to speed the framing of final details and to carry out some of the administrative tasks that arise from our discussions.

I trust that every aspect of the ensuing negotiations will be cordial and progressive. Although I am convinced that acceptability to the existing communities is a desirable and feasible attribute of the resulting system for the region, I should stress that we are not extending to each municipality the right of veto over a legislative program to which this province is committed.

7. REGIONAL BOUNDARIES AS ADMINISTRATIVE DISTRICTS

The seventh criterion that we are to employ is that new regional government boundaries should be usable by other institutions in the regional administration of their programs. In this regard, the administration of health and welfare services are of the most immediate interest.

8. LOWER-TIER MUNICIPAL UNITS

The eighth and final criterion in our list is that, in cases where there are two tiers of government within a region, both tiers should be designed with the same set of criteria.

As the system that we are proposing for Peel-Halton is a two-tiered regional form, I suggest that this condition should occupy your committee's attention in much of their deliberations. I am proposing that your committee will do much of the work to put together a final plan for the boundaries of the lower-tier municipalities.

PEEL-HALTON REGIONAL BOUNDARIES

I will now turn to a more specific consideration of the details of the proposal before us. We visualize either six or seven lower-tier municipalities in the Peel-Halton region. The final number will be established once the Hamilton-Burlington-Wentworth Commission reports its findings.

One significant departure from the existing county boundaries that I ask your committee to consider most carefully involves The Town of Orangeville and areas that border on it.

This municipality has recently made application to annex parts of The Township of Caledon, and we feel that the entire area will in future be subject to many of the pressures that the regional administration will face in other developing areas of its jurisdiction. The watershed in which Orangeville is situated is also most closely related to the southern portion of the region, and we anticipate that the regional administration will require control over the rate of development of this area. Finally, the inclusion of Orangeville in a northern lower-tier municipality reflects the concept of urban-centred regions and simplifies some problems of representation by population that would otherwise exist for this particular lower tier municipality.

I would also propose that one additional member be appointed by the Town of Orangeville to the committee that will consider this proposal. At the earliest opportunity, I will meet with the Council of The County of Dufferin to discuss the effects of this reorganization.

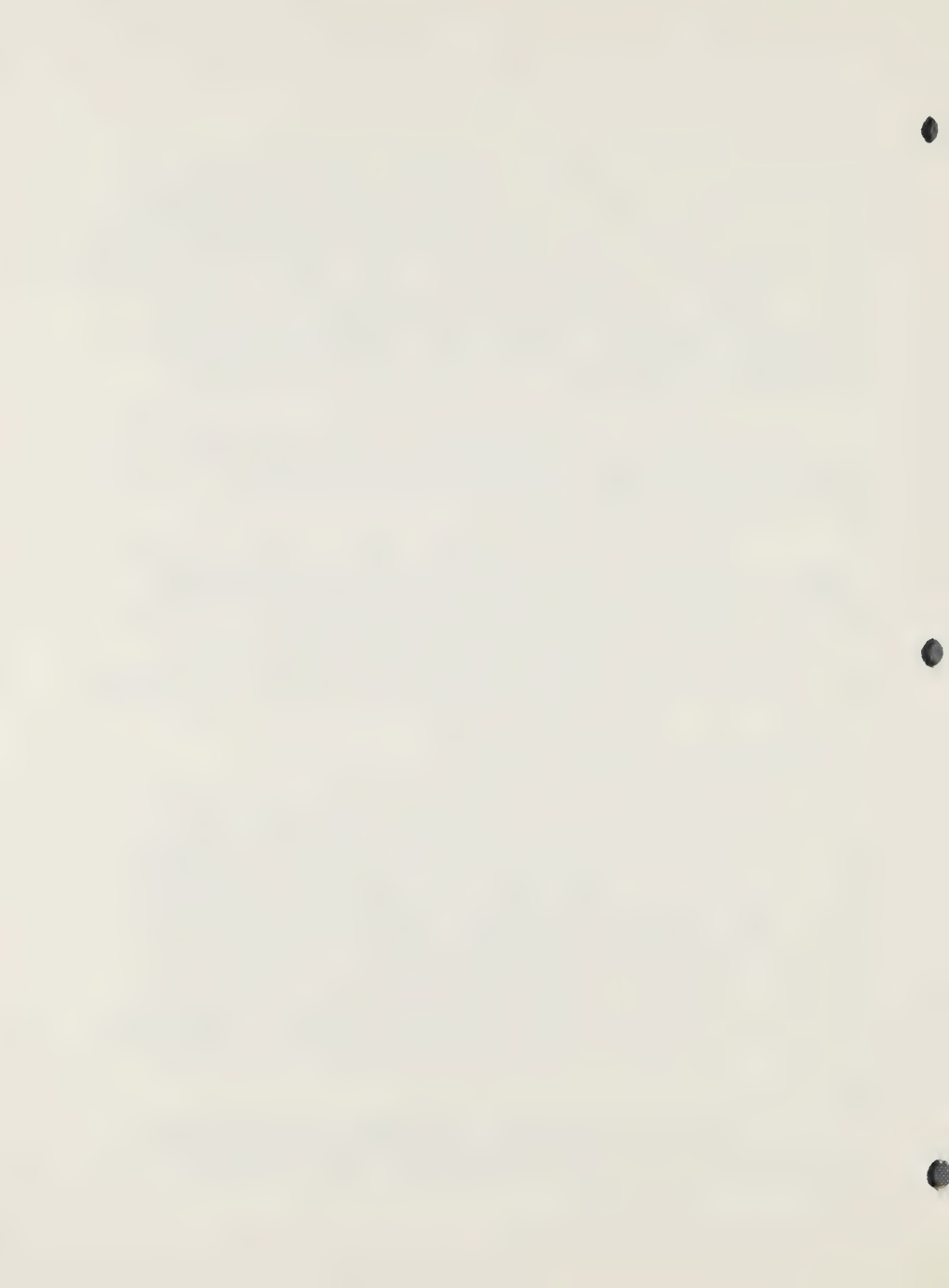
The second map attached to copies of this address suggests further that the northern boundary of the Region should be rationalized to concur with prevailing patterns of community interest in the Guelph-oriented sector -- a policy which we shall recommend to your committee as it is also consistent with the prevailing pattern of natural drainage in the area. The area, enclosed by the dark line on the second map, forms the basis of this proposal for a system of regional government for the Peel-Halton area.

REPRESENTATION ON REGIONAL COUNCIL

We are suggesting today that representation on the Regional Council will be by indirect election. That is, a regional member will first be elected to council in a lower-tier municipality and subsequently be appointed to represent that municipality in the region. To fulfill the commitment to the principle of representation by population, and taking into account an anticipated greater rate of growth before 1972 in the southern portion of the region, we suggest the following number of representatives from each municipality. I will not attempt to come up with names for the lower-tier municipalities at this time. This is properly a task for the municipalities to carry out themselves. Instead, I will number the areas and attempt to give a short description of each:

1. AREA ONE

Area One is composed of that part of the existing Town of Mississauga south of the Derry Road, including the Towns of Port Credit and Streetsville. A small section of The



Town of Oakville is added to Mississauga but we wish to point out that the line shown on MAP 2 is not suggested as a definite boundary. I suggest that your Committee will clearly define the area in question. The 1968 population of this area is estimated at 135,000. Area One would be represented by seven members on the Regional Council.

2. AREA TWO

Area Two is made up of the existing municipalities of Chinguacousy, Brampton and Toronto Gore. In addition, that part of Mississauga north of the Derry Road has been added. The present population of this area is estimated at 69,000. Area Two would have four seats on the Regional Council.

3. AREA THREE

Area Three includes the entire Townships of Albion and Caledon and The Village of Caledon East. In addition, The Town of Orangeville, and roughly those parts of the three bordering townships that are in the Credit River drainage area, are included.

In passing, I wish to point out that part of The Township of Erin, including The Village of Erin, appears to fit very logically into this lower-tier municipality. This area is sketched on MAP 2 by a broken line. As this area forms part of the Credit River drainage area, I ask that your committee give consideration to including it in the region. As I have not yet discussed any aspect of these proposals with municipalities in the County of Wellington, I must emphasize that no final decision will be made on aspects of regional government without the opportunity for full consultation with each municipality involved. I estimate the population of Area Three, excluding those parts of The Township of Erin mentioned, at over 18,000 and suggest that one regional representative would come from this area.

4. AREA FOUR

The fourth area includes the two Towns of Georgetown and Acton and part of The Township of Esquesing. The present population of this area is over 24,000, and would get one representative on the regional council.

5. AREA FIVE

Area five is made up of The Town of Milton, that part of the Town of Oakville north of Base Line Road, part of the Township of Esquesing, and that part of the Township of Nassagaweya south of County Road 10. Although Base Line Road is suggested as a division between Areas 5 and 6, the ultimate location of Highway 402 may provide a more logical boundary. Similarly, a boundary between Areas Four and Five should be determined by your committee. In 1968, Area Five had approximately 12,500 residents and would be entitled to a single regional representative.

AREA SIX

The remaining portion of The Town of Oakville, not included in either of Areas One or Five, would provide a logical lower-tier unit. There is presently about 54,000 residents in this area who would be represented by three members on the regional council.

AREA SEVEN

If it is decided to include The Town of Burlington in a Peel-Halton regional government, the present municipal corporation could be established as the seventh lower-tier municipality. I anticipate that this area would be accorded four representatives at the regional tier. The population of Burlington is presently over 79,000.

NUMBER AND SIZE OF THE REGIONAL COUNCIL

By adding up the proposals on representation at the regional tier, you will observe that I visualize a regional council of seventeen members. If Burlington is included, twenty-one members would compose the Regional Council. Representation at the outset would be established on the basis of roughly one representative for each 20,000 residents.

I do not want to elaborate on the exact method to be employed by municipal councils to select regional representatives. They may choose to employ a ward system of election at the lower tier. In cases where the lower-tier municipality is entitled to more than one regional representative, I expect that suitable methods for selecting these representatives will be devised and incorporated in legislation. These questions will be largely a matter for local determination.

THE DISTRIBUTION OF FUNCTIONS

I would like to conclude now with a brief description of how I anticipate the functions of local government will be distributed between the two tiers of government. Our publication of Design for Development -- Phase Two provides sufficient detail for our purposes in this preliminary scheme, and I believe a review at this time would be helpful.

GENERAL ADMINISTRATION

I am fully convinced that the administrative duties of property assessment, tax billing and capital borrowing (including that for hospital construction programs) are all most efficiently performed at the regional level. In the matter of the actual collection of taxes, I am prepared to be guided by the advice of your committee.

HEALTH AND WELFARE

I have already mentioned that health and welfare services are logically administered at the regional tier. In much of the province, these services have now been reorganized into large units of administration. In the discussions to follow today's meeting, members of my staff will thoroughly investigate the opportunities to make these administrative areas match the boundaries of the Peel-Halton Region. In addition, the advisability of bringing public health services directly under the jurisdiction of the regional council will be determined.

PLANNING

As in the case of The Regional Municipality of Ottawa-Carleton, a unit of regional government in the Peel-Halton area will play a very direct role in the development of an official plan for the region. I believe that this function should be administered directly by a committee of council. Planning matters of joint interest to both Metro and Peel-Halton will be resolved in future through the co-operation of the Region and Metro.

It is the responsibility of the Provincial planning agency to ensure that co-operation exists on matters related to planning involving two or more bordering regions.

In addition, I believe that the regional planning administration should be equipped to do much of the required implementation and enforcement of planning instruments, subject again to general supervision only, by the provincial planning agency.

It is my opinion that with the responsibility for the broad design of physical and economic development of the region administered by the regional council, there will remain with the lower-tier municipal council the function of preparing more detailed plans within this framework.

REGIONAL WATER AND SEWER PROJECTS

The planning, design and construction of water purification and sewage treatment plants, and the major trunk systems associated with plants, are properly the responsibility of the regional council. All negotiations and agreements with the Ontario Water Resources Commission will also occur at this tier.

The regional corporation will establish water rates at a level that it feels appropriate to recover capital and operating costs, and may levy differential rates in various areas of the region.

The regional corporation will not levy sewer rates, but will bill the lower-tier municipality for that portion of the costs of constructing and operating facilities that is deemed by the corporation to be in accord with the benefits derived by each municipality. Each lower-tier municipality may then designate areas of its jurisdiction that are deemed to receive actual or anticipated benefits from these capital projects and may then levy a system of differential tax rates sufficient to recover all costs.

PARKS AND RECREATION

Parks that are deemed to serve a regional purpose may be designated as regional parks by the Peel-Halton Council and these remain solely as their responsibility. Local parks and recreation programs that are designed to serve the local population of the lower-tier municipalities will in turn be administered by local council.

ROADS, TRAFFIC AND STREET LIGHTING

The regional corporation will designate those streets that form part of the regional traffic system and will be

solely responsible for the construction and maintenance of this system. The control of traffic on this system will likewise be a regional responsibility.

The jurisdiction over local streets, sidewalks and street lighting on other than regional or arterial roads will remain a local responsibility. The local municipal council may designate areas for the application of special tax rates to cover the cost of street lighting systems.

GARBAGE COLLECTION AND DISPOSAL

The collection of refuse and garbage I view as a local responsibility. The acquisition and operation of garbage disposal sites is more effectively performed at the regional level in order that these sites be located within an overall plan for the development of the region.

POLICE AND FIRE PROTECTION

I will ask your committee to give consideration to the allocation of these functions to that level of government which it is decided can best administer the services.

AREA RATES

In conclusion, I would like to refer you to some aspects of the Regional Municipality of Ottawa-Carleton. With the exception of water rates, no rate is levied directly by the regional corporation on the residents of the region. Instead, a share of the cost of operating regional facilities is allocated to each lower-tier municipality. In turn, lower-tier municipalities are responsible for allocating these costs and the costs of the local administration to the individual ratepayer in a fair and equitable manner. The designation of areas, known as urban service areas, appears to be the most equitable manner of financing those services that benefit particular persons.

THE CHAIRMAN

I believe now that the last item to be considered is the position of head of council for the regional government. It has been our practice to appoint the first chairman of new regional corporations.

The regional council can decide after that time on a suitable procedure for the election of a subsequent chairman.

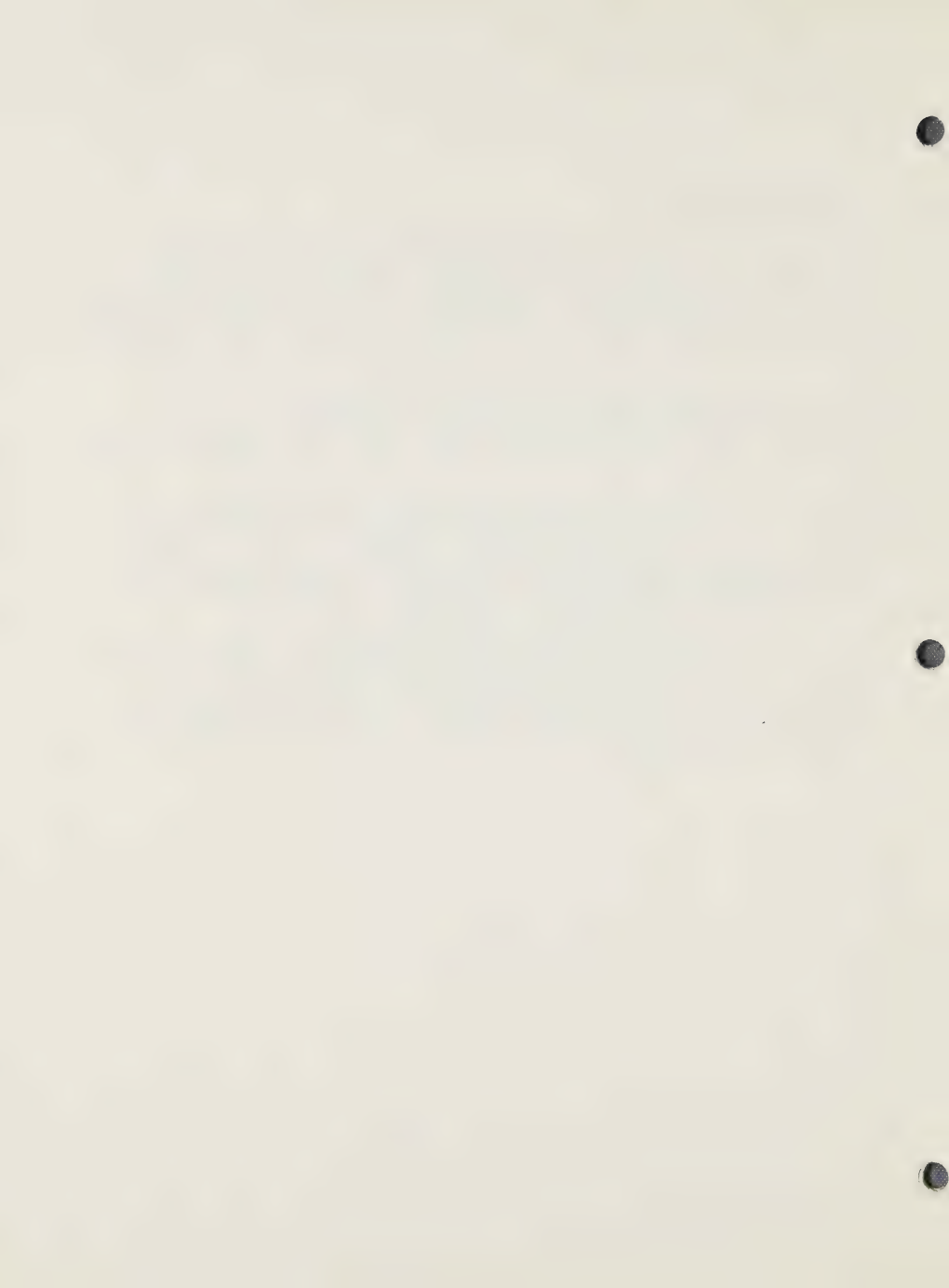
CONCLUDING REMARKS

That, ladies and gentlemen, is my proposal for regional government in the Peel-Halton area. I will stress to you once again that much of what I have said is of an entirely preliminary and tentative nature. I believe that this proposal has much that is workable and much that will benefit the future development of the area and of the entire Province.

I urge The Councils of The Counties of Peel and Halton and The Town of Orangeville to advise me of the members selected for your committee within the time of one month. I will then arrange to meet with your committee at an early date.

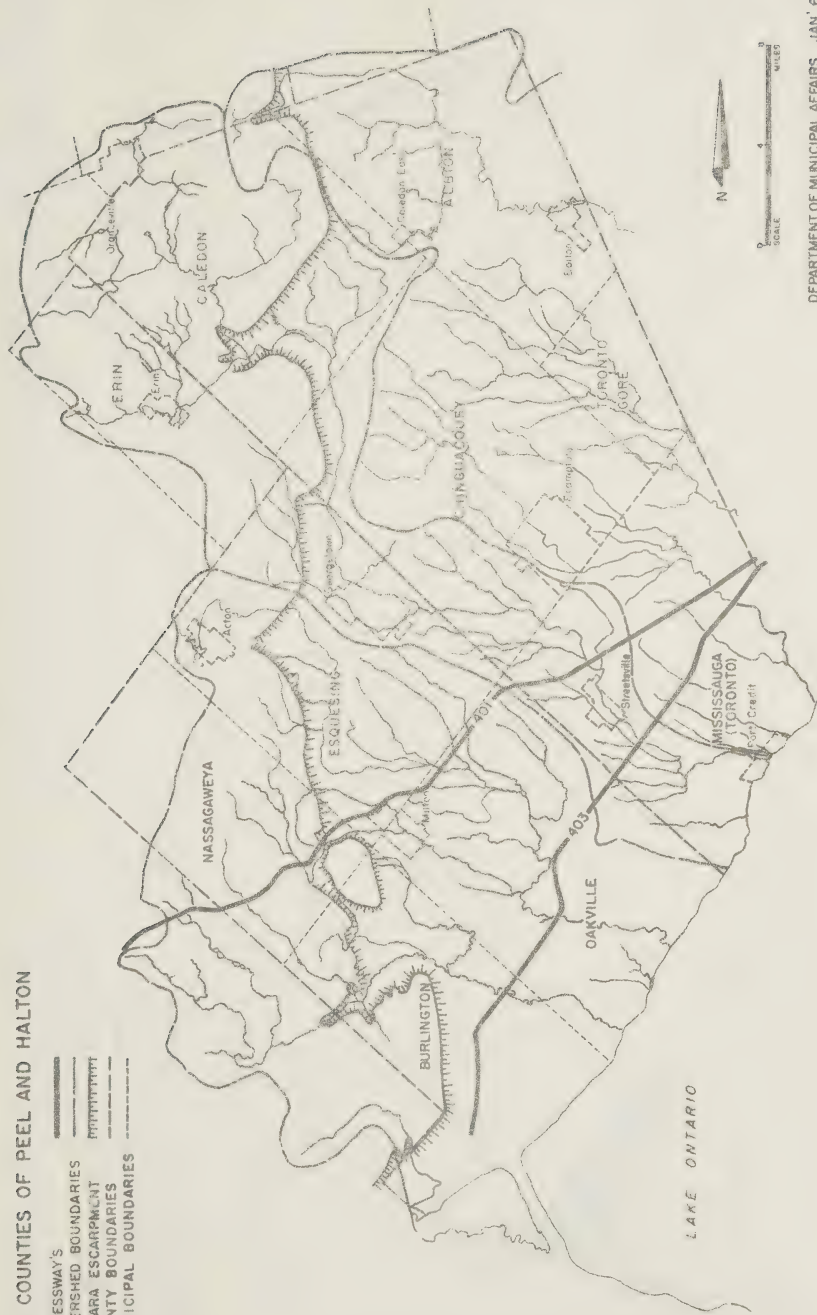
I assure you that in the next twelve months every indication of local opinion arising out of this proposal will be given my close attention. Where no conflict exists with the basic principles of regional government as set down in Design for Development -- Phase Two, I will endeavour to incorporate these views into the final legislation.

Finally, I thank you for coming here today and for your deep and abiding interest in the future of the Peel-Halton area. With the continuing strong dedication of the residents of Halton and Peel Counties as a prime source of guidance, I know that your eventual regional government is assured of success.



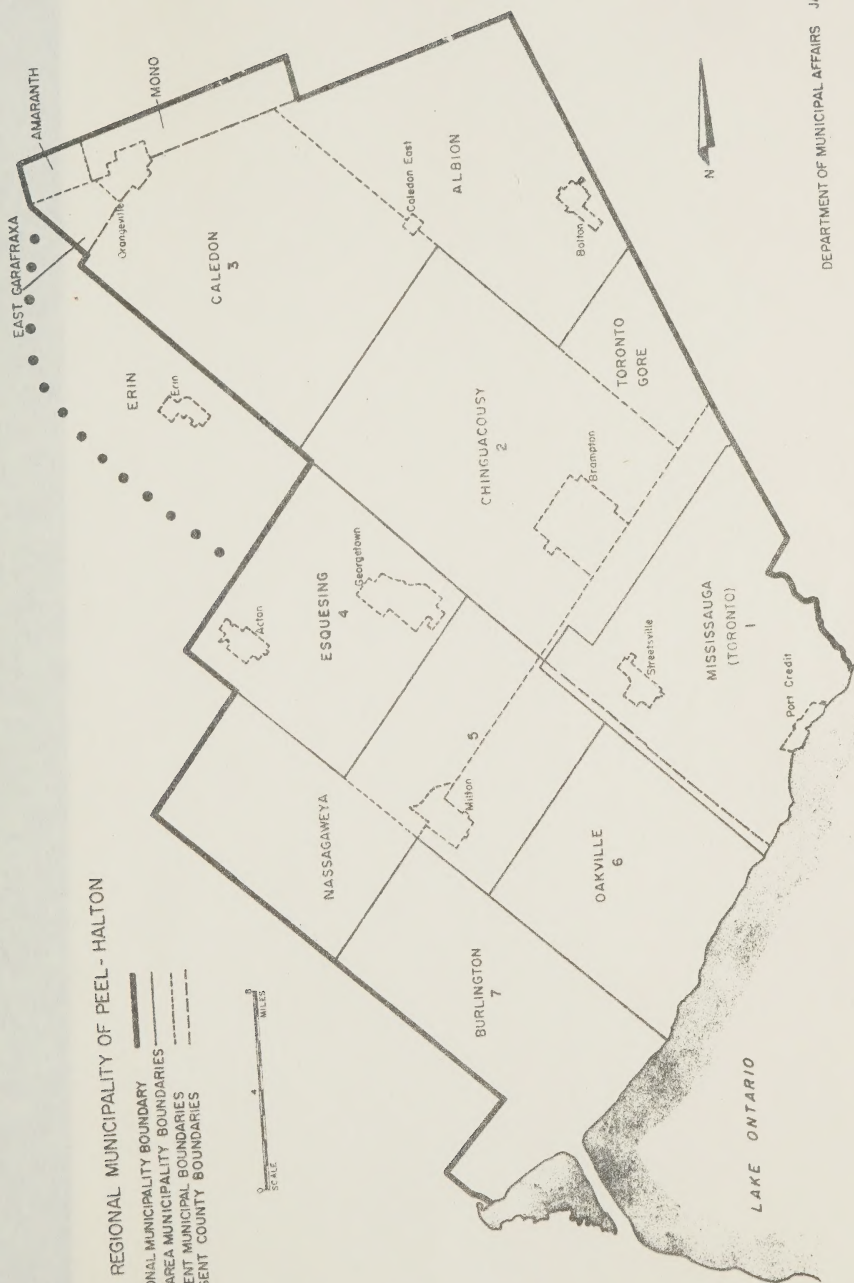
THE COUNTIES OF PEEL AND HALTON

- EXPRESSWAY'S
- WATERSHED BOUNDARIES
- NIAGARA ESCARPMENT
- COUNTY BOUNDARIES
- MUNICIPAL BOUNDARIES



THE REGIONAL MUNICIPALITY OF PEEL - HALTON

- REGIONAL MUNICIPALITY BOUNDARY
- NEW AREA MUNICIPAL BOUNDARIES
- PRESENT MUNICIPAL BOUNDARIES
- PRESENT COUNTY BOUNDARIES







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